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ABSTRACT

This booklet presents teacher-developed units of study on the American government for eleventh-grade students. The materials are Part III of a set of classroom strategies intended to help secondary students examine American history in light of the issues identified by the American Issues Forum. Students make posters, interview local government officials, listen to guest speakers, analyze graphs and charts, develop a plan to help New York City deal with its financial problems, and participate in classroom discussions. The content of the units deals with the relationships among federal, state, and local governments, particularly as they deal with the problems of taxation, the problems created by the bureaucracy, and the financial problems facing New York City. Because the materials are self-contained, they may be used directly by students and are easily adapted for individualized instruction. The units are in field-test condition. Suggestions for modifications or substitutions are welcome. (Author/RM)

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MATERIALS FOR USING AMERICAN ISSUES FORUM IN THE AMERICAN HISTORY CLASSROOM

TOPIC IV: A MORE PERFECT UNION: THE AMERICAN GOVERNMENT

SO 009 274

Part III

The University of The State of New York
The State Education Department
Bureau of Secondary Curriculum Development
Albany, New York 12234
1976

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FOREWORD

This set of modules and succeeding sets to be mailed during this school year have been produced in consonance with the program of the American Issues Forum, under a grant from the National Endowment for the Humanities. The classroom strategies are intended to provide suggestions for examining American history in the light of the issues identified by the national committee which proposed the American Issues Forum. In view of the topical nature of the 11th grade social studies program, this can be done without seriously disrupting most teaching programs.

The materials are in fieldtest condition, so that classes and teachers may provide input concerning learning experiences which prove to be most useful. Some assessment of each strategy used by some or all of the students, and suggestions of modifications or substitutions will help the Department produce a final set of strategies which will carry the themes of the American Issues Forum into the future, as we look beyond the Bicentennial year.

The Evaluation Form appears on page iv.

These modules form Part III of 3 parts for the topic, *A More Perfect Union: The American Government*.

Gail F. Hubbard, a former teacher at Ithaca High School, developed these materials, as part of the work being done under a grant from the National Endowment for the Humanities. Donald H. Bragaw, Chief, Bureau of Social Studies Education, is coordinating the project. The manuscript was prepared for publication by Janet M. Gilbert, associate in Curriculum Development.

GORDON E. VAN HOOFT, Director
Division of Curriculum Development

EVALUATION FORM FOR
A MORE PERFECT UNION: THE AMERICAN GOVERNMENT

1. Classroom strategies used (list by pages)

2. How many students were involved in using this material?

3. Were the reading passages/statistical materials/graphics within the comprehension level of most of the students using them? (list by pages and indicate how satisfactory each was, if a single answer does not apply)

4. Were the suggested questions, and/or the learning strategies interesting and helpful to students in reaching the understandings or developing the desired concepts? (list by pages and indicate how satisfactory each was, if a single answer does not apply)

5. Please suggest substitutions of readings/statistics/graphics which you think would be more appropriate.

6. Please suggest modifications of the learning strategies to make them more effective for more students.

Send descriptions of learning strategies, with references to reading passages, etc., which you have found effective in teaching these same understandings or concepts.

Your signature and school identification is optional; we'd like to give you credit, if we use any of your ideas!

THE FEDERAL - STATE - LOCAL RELATIONSHIP - TAXATION

In this section on the problem of taxation, and in the next section on the problem of the bureaucracy, you will be using charts and graphs selected from a government publication called Trends in Fiscal Federalism, 1954-1974. This publication was prepared by the Advisory Commission on Intergovernmental Relations and was published in February 1975.

Examine Amendment X and Article IV, sections 1, 2, and 4. (See page 109.)

- How was the Federal - state relationship originally established in the Constitution?
- What happens to the powers reserved to the states when Federal action is increased?
- Review the list of independent agencies of the Federal Government given in the previous unit on pages 93-94.
- Select 10 of these agencies and decide how their actions would reduce the reserved powers of the states.

Examine Chart I Table I. (See page 110.)

- In 1953, what percentage of an average faimly's income went for taxes?
- In 1953, what percentage of high income family's income went for taxes.
- In 1974, what percentage of an average family's income went for taxes?
- In 1974, what percentage of high income family's income went for taxes?
- Was there a greater difference between the percentage of income paid by average and high income families in 1953 or in 1974?
- Where have the greatest percentage increases in the tax burden of the average family occurred?
- How do this chart and this table show that taxation is a concurrent power?

Use a textbook or dictionary to define a progressive tax.
Use a textbook or dictionary to define a regressive tax.

Only the first part of a high income family's income is subject to social security tax. Income from stocks and bonds is not subject to social security tax at all.

- Why is the social security tax considered a regressive tax?
- Why does an increase in the social security tax narrow the gap between the taxes paid by a high income family and an average income family?

Examine Chart VI (See page 111.)

- In 1954, what was the largest source of Federal revenue?
- In 1974, what was the largest source of Federal revenue?

- In 1954, what was the second most important source of Federal revenue?
- In 1974, what was the second most important source of Federal revenue?

Examine Chart VII. (See page 111.)

- In 1954, what was the most important source of state and local revenue?
- In 1974, what was the most important source of state and local revenue?
- How much did the percentage of revenue gathered from this tax decline between 1954 and 1974?
- In 1954, what was the second most important source of state and local revenue?
- In 1974, what was the second most important source of state and local revenue?
- How much did the percentage of revenue gathered from this tax decline between 1954 and 1974?

Name the three sources of revenue that have increased in importance by contributing a higher percentage of state and local revenue.

- How has a change in the amount of revenue expected from Federal aid made a change in the state-Federal relationship?

Examine Chart X. (See page 112.)

- In 1954, what percentage of a local government budget came from state aid?
- In 1974, what percentage of a local government budget came from state aid?

Reexamine all the graphs to make the following general statements.

- Make a general statement on how the source of Federal Government revenue is changing.
- Make a general statement on how the source of state Government revenue is changing.
- Make a general statement on how the source of local Government revenue is changing.

Using the general statements you have made, answer the questions given below.

- How does the change in the source of Federal, state, and local government revenue affect the Federal-state relationship?
- How does the change in the source of Federal, state, and local government revenue affect the individual citizen?

Select on of the activities suggested below.

1. Write a paragraph to illustrate your answer to the last two questions more fully.

2. Draw a cartoon, or make a poster, or make a chart to illustrate your answer to the last two questions.

3. Do an interview with a local, state, or national government official in which you ask him the last two questions given above.

4. Have a national, state, or local government official speak to your class to answer these questions.

The Constitution

ARTICLE IV.

SECTION I. Full Faith and Credit shall be given in each State to the public Acts, Records, and judicial Proceedings of every other State. And the Congress may by general Laws prescribe the Manner in which such Acts, Records and Proceedings shall be proved, and the Effect thereof.

SECTION 2. The Citizens of each State shall be entitled to all Privileges and Immunities of Citizens in the several States.

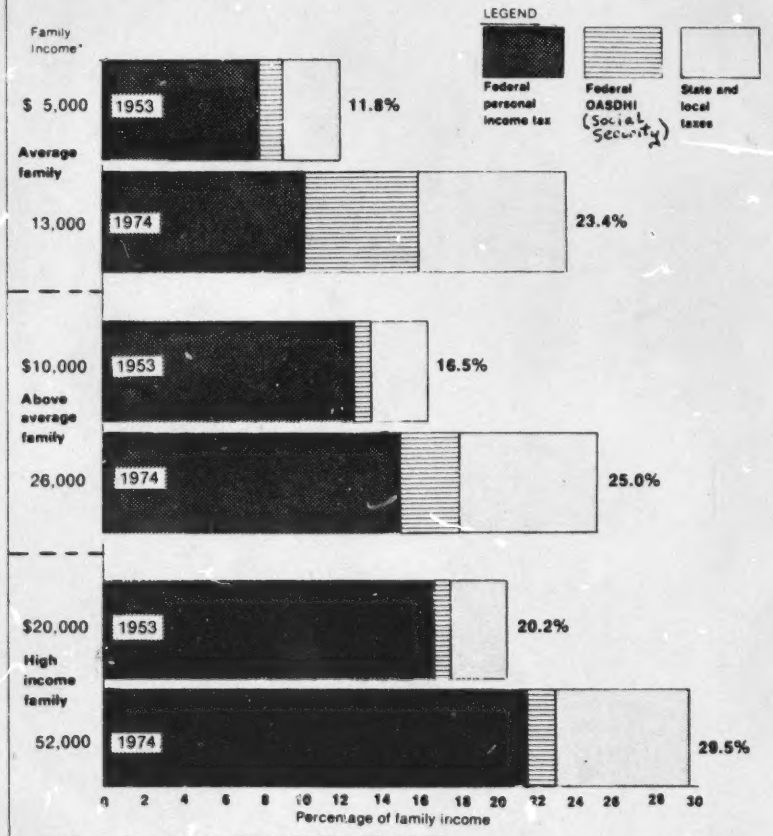
SECTION 4. The United States shall guarantee to every State in this Union a Republican Form of Government, and shall protect each of them against Invasion; and on Application of the Legislature, or of the Executive (when the Legislature cannot be convened) against domestic Violence.

AMENDMENT X

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

CHART I

The Narrowing of the Gap in Direct Tax Burdens Borne by Average and Upper Income Families, 1953 and 1974**



*Average family income in 1953 was $5,000; in 1974, $13,000.

**These estimates assume a family of four and include only Federal personal income, Federal OASDHI, State personal income, State and local general sales, and residential property taxes.

Source: Table I

TABLE I

The Narrowing of the Gap in Direct Tax Burdens Borne by Average and Upper Income Families: 1953 and 1974

Type of Tax	Average Family[1]			Twice the Average Family[2]			Four Times the Average Family[3]		
	Tax as Percent of Family Income		Percent Increase	Tax as Percent of Family Income		Percent Increase	Tax as Percent of Family Income		Percent Increase
	1953	1974	1953-1974	1953	1974	1953-1974	1953	1974	1953-1974
Total	**11.8**	**23.4**	**98.3**	**16.5**	**25.0**	**51.5**	**20.2**	**29.5**	**46.0**
Federal personal income tax	7.6	10.2	34.2	12.8	15.0	17.2	16.6	21.3	28.3
Social security tax (OASDHI)	1.1	5.9	436.4	0.5	3.0	500.0	0.3	1.5	400.0
Local residential property	2.2	3.9	77.3	1.8	3.1	72.2	1.7	2.4	41.2
State personal income	0.3	1.9	533.3	0.9	2.8	211.1	1.2	3.5	191.7
State-local general sales	0.6	1.5	150.0	0.5	1.1	120.0	0.4	0.8	100.0

[1]Estimates for average family earning $5,000 in 1953 and $13,000 in 1974 assuming all income from wages and salaries and earned by one spouse.

[2]Estimates for twice the average family. Family earning $10,000 in 1953 and $26,000 in 1974 and assumes that earnings include $90 (interest on state and local debt and excludable dividends) in 1974 and $25 in 1953; also assumes the inclusion of net long-term capital gains of $900 in 1974 and $350 in 1953.

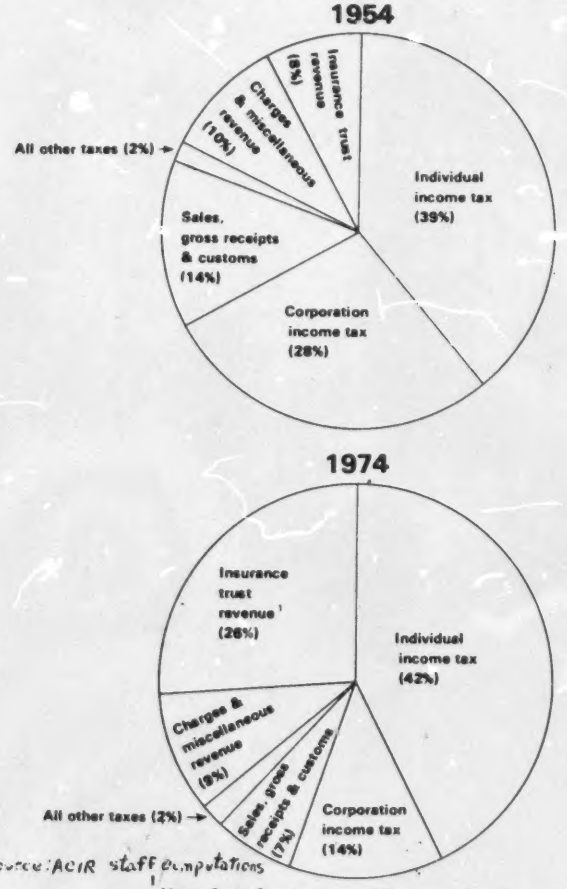
[3]Estimates for four times the average family. Family earning $20,000 in 1953 and $52,000 in 1974 and assumes that earnings include $755 (interest on state and local debt and excludable dividends) in 1974 and $265 in 1953; also assumes the inclusion of net long-term capital gains of $4,500 in 1974 and $1,730 in 1953.

(For additional assumptions used in these computations, see "Note" on next page.)

SOURCE: ACIR staff computations

CHART VI

The Federal Individual Income Tax and the Social Security Tax Now Dominate the Federal Revenue System: Fiscal Years 1954 and 1974

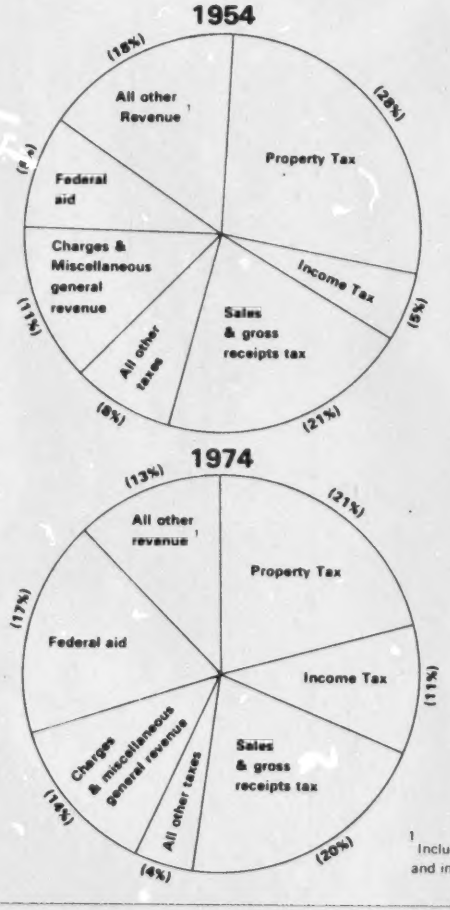

1954
Insurance trust revenue (6%)
Charges & miscellaneous revenue (10%)
All other taxes (2%)
Individual income tax (39%)
Sales, gross receipts & customs (14%)
Corporation income tax (28%)
1974
Insurance trust revenue[1] (26%)
Individual income tax (42%)
Charges & miscellaneous revenue (9%)
Sales, gross receipts & customs (7%)
All other taxes (2%)
Corporation income tax (14%)

Source: ACIR staff computations

[1] Mainly Social-Security receipts (24 percent of total revenue in 1974)

CHART VII

The State and Local Revenue System Becomes More Diversified with the Relative Decline in Property Taxes and Relative Increase in State Income Taxes and Federal Aid: Fiscal Years 1954 and 1974

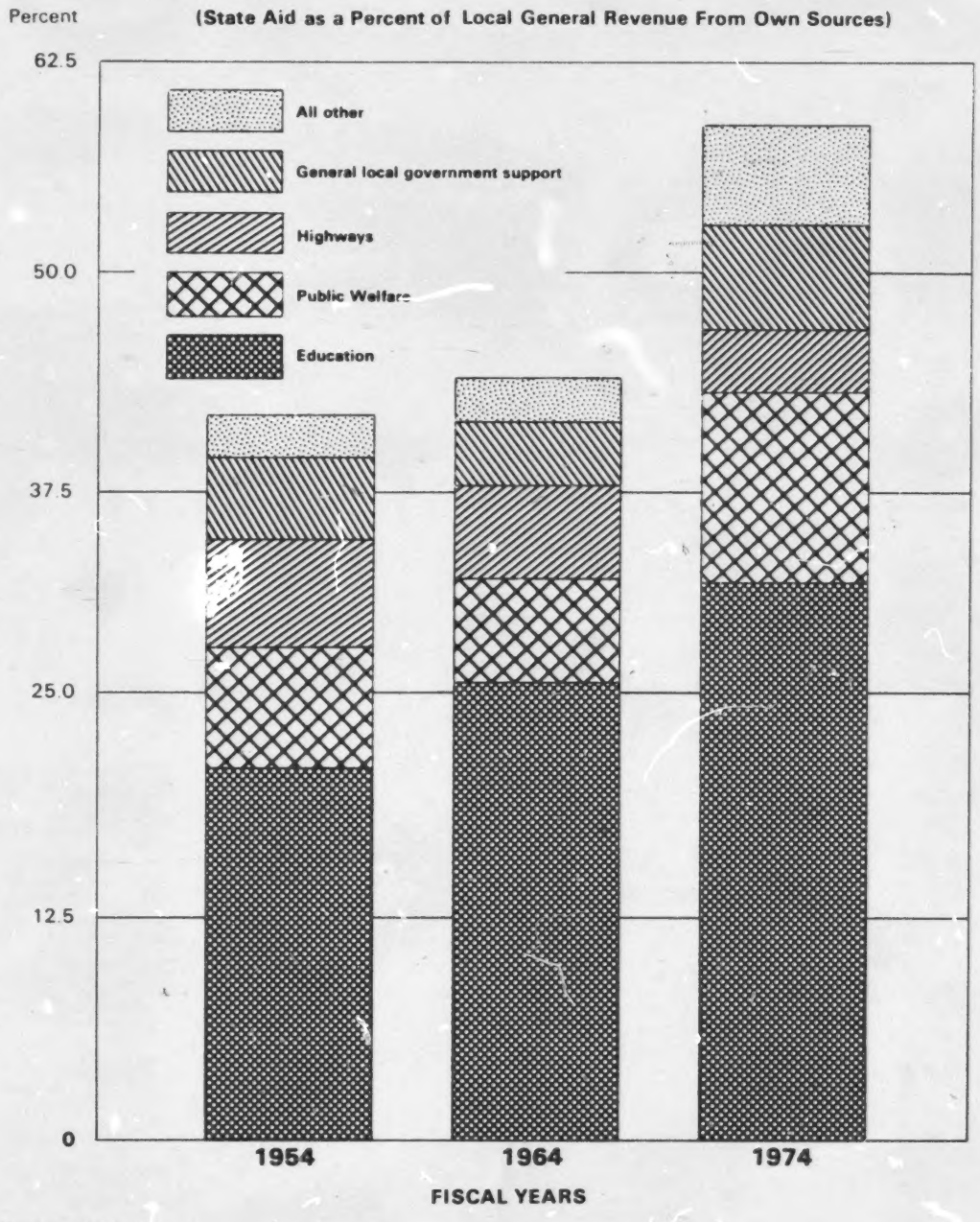


Source: Table VII

[1] Includes utility, liquor store, and insurance trust revenue

CHART X

State Aid Registers Steady Increase in Relation to Local Own Source Revenue: 1954-1974



Source: Table X.

Examine Chart XI. (See page 114.)

- What percentage of employment is now government employment?
- Has the Federal Government or the state-local government sector increased in terms of percentage of workers?

Read the Federal Diary by Mike Causey which is reprinted from the Washington Post (See page 114.)

- How many Americans work for the government?
- How many Americans work for the Federal Government?
- How many Americans work for state and local governments?
- How much of our total Gross National Product is now devoted to the government sector?
- How much of our GNP will probably be devoted to the government sector within two decades?

Examine Chart XII. (See page 116.)

- Have local, state, or Federal employees had the greatest wage and benefit gains between 1955 and 1973?
- Why might state and local officials worry about their employees asking for benefits to equal those granted to Federal employees.

Read Position One and Position Two on municipal workers in New York City. (See page 117.)

Then read "Taking the Biggest Bite" from Newsweek Magazine for August 4, 1975. (See page 117.)

- Note the statements in the article that tend to support Position One.
- Note the statements in the article that tend to support Position Two.

Now prepare your own position on the rights and responsibilities of municipal workers. Try to support your position with facts.

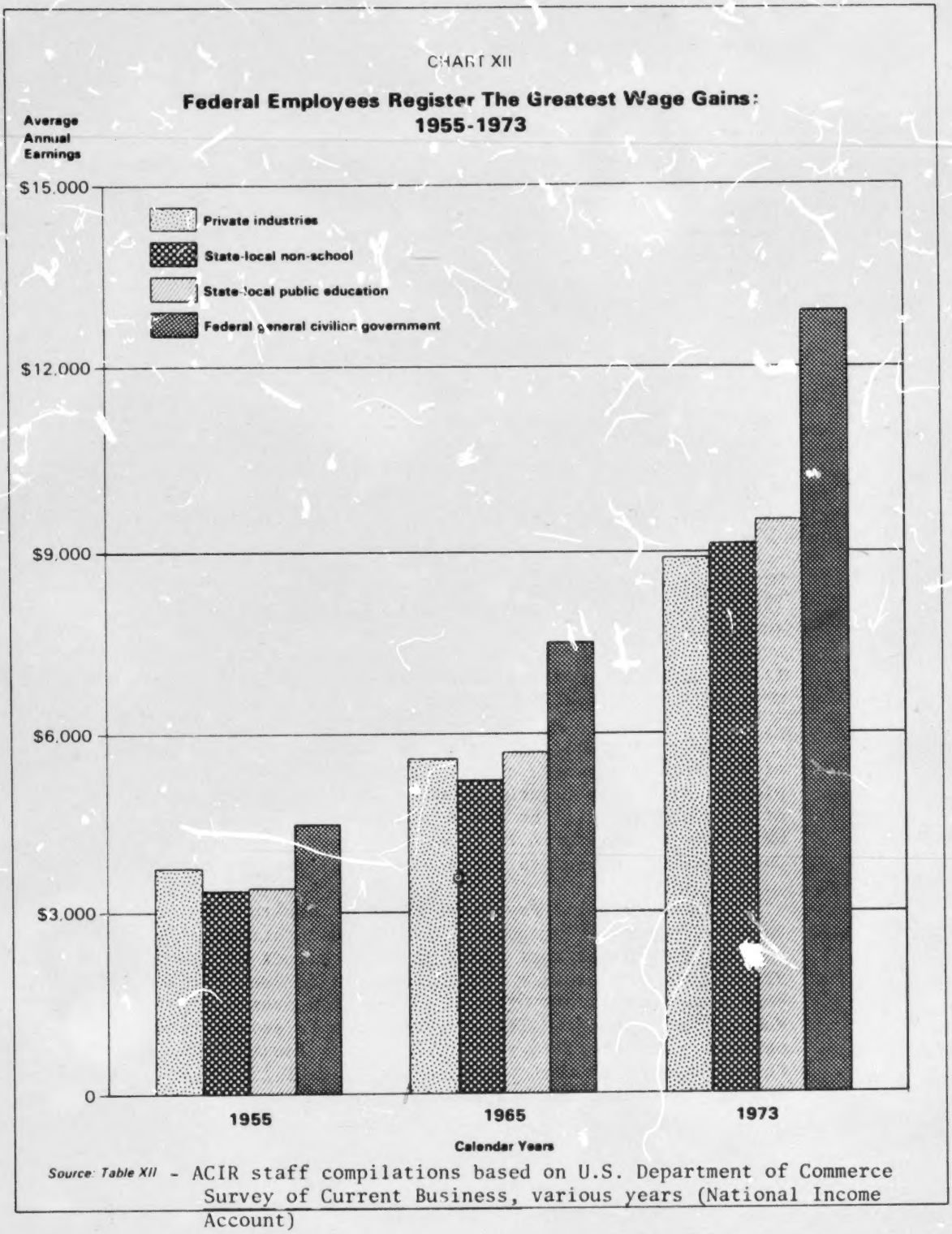
Select one of the following activities

1. Submit your position paper to your teacher.

2. After the position papers are prepared, select two or three with different ideas and discuss them in class.

3. After the position papers have been prepared by each member of the class, try to reach a class consensus. That is, try to compromise to reach a position with which each member of the class can agree.

CHART XII



Source: Table XII - ACIR staff compilations based on U.S. Department of Commerce Survey of Current Business, various years (National Income Account)

THE FEDERAL - STATE - LOCAL RELATIONSHIP - THE CITY

Examine the position statements given on the next two pages.

- What position does the first statement present? How should the problems of New York City be handled?
- What position does the second statement present? How should the problems of New York City be handled?
- What position does the third statement present? How should the problems of New York City be handled?

Examine all of the data given in this section and decide what kind of plan should be developed to work with New York City's problems. You will also find relevant data in the previous section on Federal-State - Local Relationship - The Bureaucracy.

You may work with the entire class, in a small group, or individually. Do not deal with the particular financial situation. Deal with the underlying problem of how a large city can survive within a Federal-state-local framework.

Organize your suggestions into a developed plan. You will be given guide questions to help you with the data given, but the organization is your job. If possible, do some additional research on all data that will help you to support the suggestions in your plan.

POSITION A

New York City provides more services for its residents than does any other city in the United States. These services must be reduced. For most Medicaid patients prefer the better equipped private hospitals available. At least one hospital could be closed. The City College of New York has given many worthy students an education, but if it were transferred into the state education system, New York City's service payment load would be reduced.

New York City must work to make itself a more attractive place for business. The city sales tax discourages shoppers and the high corporate taxes drive out business. Public services must be reduced while actual incentives are offered to encourage corporations to locate in New York City. A good first step would be to remove rent controls on property so that landlords would be encouraged to maintain property and to reclaim and develop it. New York City can not afford social services on the scale to which its citizens are accustomed.

POSITION B

The costs of running New York City are enormous partly because New York is paying the bill for neglect in other parts of the country. During the 1950's and 1960's, many needy Americans migrated into northern cities because of the public service benefits available. Today one in every eight residents of New York City is on welfare. If welfare payments were provided by the Federal Government under Federal control, the burden on northern cities would be considerably reduced. Welfare payments, adjusted for cost of living differences, would be more equal throughout the Nation, and poor people would not be encouraged to move from a place with low benefits to a place with more adequate benefits.

POSITION C

This problem is not going to be solved until the New York City area is dealt with as a regional unit. The New York City area as a whole must compete with rapidly growing areas in the West and South. Competition between the States of New York, New Jersey, and Connecticut for industry can reduce the economic growth of the entire region. Economic planning and taxation must be part of a unified program planned by a regional agency.

Examine the specific figures on New York City's Budget. (See page 124.)
Examine the chart on "What City Service Costs". (See page 123.)

- Where does the greatest percentage of New York City's budget go?
- How do the expenditures of New York City compare with the expenditures of other cities for welfare services?
- Why does New York City pay so much for Debt Service? Why is the city debt a continuing problem?

Examine Mayor Beame's Statement before the Senate Banking, Housing and Urban Affairs Committee. (See page 125.)
Examine the section from Time Magazine called "Nationalize Welfare." (See page 126.)

- Why does Mayor Beame believe that New York City deserves Federal aid?
- What particular New York City problem does he describe as national in origin?
- How does the section from Time Magazine support Mayor Beame's statement?

Examine the chart on Employment Growth in Selected Cities from the New York Times. (See page 127.)

- In New York City, employment in the service industries increased between 1965 and 1972. Why was total employment down?
- What other cities besides New York City suffered from reduced employment between 1965 and 1972?
- What cities had employment growth between 1965 and 1972?

- What would be a general statement about the differences between the cities that grew and those that suffered losses.

Examine the chart on Employment Growth in Central Cities and Their Suburbs. (See page 127.)

- Where is the greatest employment growth for each city given, in the city or in the suburbs?
- What would be a general statement on how this trend is affecting the center city.

TENNESSEE VALLEY AUTHORITY

Board of Directors	7
Office of the General Manager	108
Division of Law	81
Division of Environmental Planning	346
Division of Finance	386
Division of Medical Services	207
Division of Personnel	185
Division of Property and Supply	859
Division of Purchasing	201
Division of Reservior Properties	546
Division of Forestry, Fisheries, and Wildlife Development	337
Division of Navigation Development and Regional Studies	105
Division of Water Control Planning	599
Office of Tributary Area Development	47
Office of Agricultural and Chemical Development	933
Office of Engineering Design and Construction	11,739
Office of Power	9,101
Total employees	[1]25,841

[1]Includes 337 part-time and WAE employees; and 4 American citizens employed outside U.S.; 9,711 employees are temporary hourly trades and labor workers (8,975 construction and 736 operating and maintenance).

APPALACHIAN REGIONAL COMMISSION[1]

Total employees	10

[1]Commission staff numbers 123 employees who are not Federal employed jointly by the Federal Government and the 13 Appalachian States. All employees are located in the Washington, D.C., headquarters. The total includes 9 part-time or WAE.

DELAWARE RIVER BASIN COMMISSION

Total employees	[1]2

[1]Does not include 58 employees comprising the Commission staff, who are not Federal employees, but are financed jointly by the Federal Government and Member States.

SUSQUEHANNA RIVER BASIN COMMISSION

Total employees	[1]2

[1]Does not include 30 regular and 1 part-time employees on Commission staff who are not Federal employees but are financed jointly by the Federal Government and Member States.